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### Meeting Notes 1992-10-08

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**METRO**

2000 S.W. First Avenue  
Portland, OR 97201-5398  
503/221-1646

# Agenda

Meeting: JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION

Date: October 8, 1992

Day: Thursday

Time: 7:15 a.m.

Place: Metro, Conference Room 440

- #1. MEETING REPORT OF SEPTEMBER 17, 1992 - APPROVAL REQUESTED.
2. STATUS OF TRANSPORTATION FUNDING PROGRAMS - INFORMATIONAL - Andy Cotugno.
  - \*a. Historical Review
  - b. OTP/Roads Finance Study
- \*3. RECOMMENDATIONS OF TASK FORCE ON VEHICLE EMISSIONS IN THE PORTLAND METROPOLITAN AREA - INFORMATIONAL - Andy Cotugno.

\*Material enclosed.

#Available at meeting.

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## MEETING REPORT

DATE OF MEETING: September 17, 1992

GROUP/SUBJECT: Joint Policy Advisory Committee on Transportation (JPACT)

PERSONS ATTENDING: Members: Chair Richard Devlin and Susan McLain, Metro Council; Pauline Anderson, Multnomah County; Larry Cole, Cities of Washington County; Don Adams (alt.), ODOT; Fred Hansen, DEQ; Craig Lomnicki (alt.), Cities of Clackamas County; Ed Lindquist, Clackamas County; Roy Rogers, Washington County; Gerry Smith, WSDOT; Les White, C-TRAN; and Tom Walsh, Tri-Met

Guests: Lavinia Wihtol, City of Portland; Tuck Wilson, G.B. Arrington, and Laurie Garrett, Tri-Met; Susie Lahsene, Port of Portland; Steve Greenwood and Howard Harris, DEQ; Bruce Warner, Washington County; John Charles, Oregon Environmental Council; Judy Davis, League of Women Voters; Ron McGee and Scott Thompson, AAA; Dave Williams, ODOT; Lois Anderson, WSDOT; Geoff Larkin, The Larkin Group, Inc.; Bob Hart, Southwest Washington Regional Transportation Council; and Rod Sandoz, Clackamas County

Staff: Andrew Cotugno, Rich Ledbetter, Gail Ryder, Mark Turpel, Mary Weber, and Lois Kaplan, Secretary

Media: Robert Goldfield, Daily Journal of Commerce

### SUMMARY:

The meeting was called to order and a quorum declared by Chair Richard Devlin.

### MEETING REPORT

The August 13 JPACT Meeting Report was approved as written.

### RESOLUTION NO. 92-1667 - ADOPTING THE FY 1993 TO POST 1996 TRANSPORTATION IMPROVEMENT PROGRAM AND THE FY 1993 ANNUAL ELEMENT

Andy Cotugno noted that an errata sheet, documenting previous approval of a DBE Training Program project through Resolution No. 92-1559, was omitted from Exhibit A to the resolution. He added

that the updated TIP reflects major funding and schedule changes over the last year and includes \$22 million of state STP funds.

Mayor Cole questioned what five bridges were being retrofitted (as indicated under "new projects"), and Don Adams responded that he thought they were all part of the Marquam Bridge complex.

In discussion, Les White asked whether both Washington and Oregon MPOs are required to approve the TIP in conjunction with new ISTEA requirements. Andy indicated he was unaware of any such requirement.

Action Taken: Mayor Cole moved, seconded by Commissioner Anderson, to recommend approval of Resolution No. 92-1667, adopting the FY 93 to post 1996 TIP and the FY 93 Annual Element with inclusion of the errata sheet for Exhibit A. The motion PASSED unanimously.

RESOLUTION NO. 92-1668 - DEFERRING PURSUIT OF A LOCAL OPTION VEHICLE REGISTRATION FEE FOR ARTERIAL-RELATED IMPROVEMENTS

Andy highlighted the revised handout for this resolution and exhibits and spoke of the need to define the work program. He indicated there would be ongoing activity until spring in preparation of the material.

Fred Hansen wanted to be assured that issues relating to specific funding would come through the normal JPACT process. Andy stated that was the intent, pointing out the need for integration with other funding strategies and execution of an intergovernmental agreement with the three counties, Portland and Tri-Met to determine which jurisdiction will proceed, at what fee level and for what purpose.

Commissioner Rogers didn't want this effort to be forgotten. Andy responded that Exhibit B to the resolution lays out clear milestones for this program, recognizes specific goals, and assures that the effort will begin immediately.

Mayor Lomnicki expressed concern about resource requirements, questioning whether line-item dollar amounts should be used as opposed to a cap on funding. Andy Cotugno indicated that the information is helpful and that "for example" could be placed next to "Consultants." He added that the consultant generally is told the order of magnitude.

Action Taken: Commissioner Anderson moved, seconded by Tom Walsh, to recommend approval of revised Resolution No. 92-1668, deferring pursuit of a local option vehicle registration fee for arterial-related improvements.

As a friendly amendment, which was accepted and made part of the motion, Mayor Cole suggested some wordsmithing changes as follows:

- . Change the word "ballot" to read voters on the second page of the Staff Report (line 10).
- . Change the word "ballot" to read voters on page 1 of Exhibit A, clause A1.
- . Change clause D2, Exhibit A, to read: "Prior to allocating gross proceeds to the five funds, Metro ~~is~~ will appropriated one-tenth of 1 percent of gross proceeds (net of deductions by DMV) for administrative costs."
- . Delete the word "remaining" in clause D3, Exhibit A.
- . Change clause H1, Exhibit A, to read as follows: "1. This intergovernmental agreement may be terminated by the written request of ~~two-thirds~~ three of the five signatories..."
- . Add the words for example following "Consultants" under item 8 of Exhibit B.

The motion with its friendly amendment PASSED unanimously.

RESOLUTION NO. 92-1670 - AMENDING THE 1993 UNIFIED WORK PROGRAM TO PROVIDE FOR TRANSPORTATION AND LAND USE MODELING IMPROVEMENTS

Andy Cotugno explained that funds were provided through the LUTRAQ process for development of a transportation/land use modeling procedure and FHWA has offered funds to run those models to evaluate their sensitivity to different transportation concepts. He indicated this project would be beneficial to Metro's transportation planning activities. \$75,000 of the \$125,000 allocation would be applied to meet our objectives.

Andy noted that FHWA is approaching the end of its federal fiscal year and authorization must be spent prior to the end of September 1992.

Action Taken: Mayor Cole moved, seconded by Commissioner Anderson, to recommend approval of Resolution No. 92-1670, approving an amendment to the 1993 Unified Work Program to provide for transportation and land use modeling improvements. The motion PASSED unanimously.

RESOLUTION NO. 92-1680 - ENDORSING TRI-MET'S FINANCING PLAN FOR  
THE WESTSIDE LIGHT RAIL PROJECT WHICH INCLUDES ADVANCING THE  
REGION'S HILLSBORO EXTENSION ALLOCATED FUNDS TO THE 185TH PROJECT

Tom Walsh explained that this is part of a 10-year effort to fund the second link of the region's LRT system. He spoke of major accomplishments and leadership provided by JPACT and use of flexible funds through ISTEA.

Tom exhibited pride in Tri-Met's efforts as a small transit agency in a medium-sized region setting an example for the rest of the country. He felt the Full-Funding Grant Agreement (FFGA) would bode them well as the region looks next toward a north/south corridor. This agreement, if it followed previous patterns of Full-Funding Agreements, would have had a shorter terminus and not allowed the route to 185th.

Andy Cotugno reviewed the FFGA negotiations and noted that it was three years ago that our objective was to obtain 75 percent federal match, which has been accomplished. He indicated that it was a year ago that the STA directed that the FFGA be executed for \$515 million of Section 3 funding. The addition of Hillsboro (an additional six miles) will add an additional need for \$66 million of Section 3 funds to the project. A supplemental appropriation of \$35 million is needed to accommodate the purchase of 29 low-floor cars. Andy clarified that we now have federal authority to proceed with the low-floor cars.

The second objective was inclusion in the FFGA for a future amendment for the Hillsboro project. Andy pointed out that we have taken steps to assure the Hillsboro project includes one-third federal, one-third flexible, and one-third local match. A Full-Funding Agreement elsewhere in the country would have forced us into a minimum operating segment. The FFGA does recognize that the \$515 million contract is still subject to the appropriations process.

Andy reviewed the \$50 million per year schedule which would stretch the project out over time and take the project to Sunset Highway by 1997 with the remainder following the appropriations schedule. At the \$70 million level, the interim terminus would be at Murray Road. CAPRA requires that local funds be put aside as a reserve account at the \$25 million level. There could be interim borrowing but interest costs are eligible for reimbursement.

A letter from Senator Hatfield, addressed to Administrator Clymer of the Federal Transit Administration, regarding the need for an adequate linkage with the Hillsboro project was distributed and

discussed. A resolution is needed because the FFGA relies on this advanced mechanism in the event the appropriations fall short. Andy then reviewed the resolution.

Tom Walsh reviewed two outstanding issues: 1) final submittal of the amended Project Management Plan; and 2) status and implications of the one-third federal/one-third flexible/one-third local match financing plan for the Hillsboro Extension and its accompanying covenants.

Tom indicated that Steve Diaz, General Counsel of FTA, recommends that careful attention be given in the FFGA to the extent irrevocable commitments are made to the Hillsboro project. He advised not to put anything in the FFGA that would jeopardize the EIS process and emphasized the need for a full analysis of the Hillsboro segment of the project. As noted in Senator Hatfield's letter, there is need to document the intent. The one-third federal/one-third flexible/one-third local match requirements were met, so the process was expedited. Tom felt such language would be in the grant award letter and might be included in the Letter of Intent.

A discussion followed on how much credence should be placed on the correspondence between the FTA Administrator and Senator Hatfield.

Tom Walsh noted major strides on Westside LRT and felt that the project will continue to Hillsboro. He suggested deleting the language in Resolve 3 following the word "ISTEA." In this regard, Don Adams suggested following "ISTEA" with the words subject to completion of EIS requirements.

Another option discussed was to delay action on this resolution until the outcome of future Hatfield/Clymer correspondence is known.

Councilor McLain supported addition of the phrase "subject to completion of EIS requirements" and cited the need to deal with the resolution at this time. She felt that plans need to be in place to give a good indication of what we hope to achieve. By following Don Adams' proposal, it sets criteria and a strategy in place.

Commissioner Rogers commended Tri-Met on its efforts and those of Hatfield's endeavors. He felt that Washington County will come up "empty" if the Hillsboro Extension is not advanced. He also supported Don Adams's suggestion for the addition to Resolve 3 but would support a deferral of the resolution for one month if needed to settle the technicalities.

Les White wondered if the problem stemmed from a predetermination on the outcome of the Hillsboro analysis. Tom Walsh responded that this is one of the bases for approval in the Financial Management Plan.

Fred Hansen was supportive of moving ahead with this quickly, suggesting that the resolution be deferred until the end of the meeting so that proper language could be arrived at. During further discussion, it was suggested that the financing plan not be submitted unless there was a satisfactory response to the Hatfield letter.

It was suggested that language be removed following the word "ISTEA", that the financing plan not be adopted unless there is a positive response to Hatfield's letter and, if it is positive, that "a, b and c" under Resolve 3 be included.

Action Taken: Commissioner Rogers moved, seconded by Commissioner Lindquist, to recommend approval of Resolution No. 92-1680, endorsing Tri-Met's financing plan for the Westside light rail project which includes advancing the region's Hillsboro extension allocated funds to the 185th project; that language in Resolve 3 be deleted following the word "ISTEA"; and that if a positive response is not received from Administrator Clymer, JPACT members be polled regarding re-inclusion of subsets a, b and c of Resolve 3.

In discussion, Councilor Devlin questioned whether there has been any recognition that if the project has to be extended over time, the overall cost will be difficult to keep at that level due to inflation. Tom Walsh responded that, if the level is at \$50 million, they won't be doing a regional rail system.

Motion to amend: Fred Hansen wanted to allow Tom Walsh to use judgment with regard to the language and, if he was concerned about the response from Clymer, JPACT would consider another resolution. His motion to amend, seconded by Don Adams, called for Resolve 3 to end following the word "ISTEA", adding the phrase subject to completion of EIS requirements and, if the letter from Clymer is not a satisfactory response, this action would be back before JPACT for further consideration. The motion to amend PASSED.

In calling for the original motion as amended, the motion PASSED unanimously.

Some concerns were expressed over future Congressional changes on the Appropriations Committee.



Mayor Cole stressed the importance of going beyond the Sunset Highway terminus. He spoke of the need for a balance in the resolution and to bring some kind of security to the process. He felt that we need to be concerned about FTA's interpretation but emphasized the importance of covering our goals, intentions and jurisdictional needs. He noted that the language being omitted is public knowledge.

STATUS REPORT ON GOVERNOR'S TASK FORCE ON VEHICLE EMISSIONS IN THE PORTLAND METROPOLITAN AREA

Andy Cotugno reported that the Governor's Task Force on Vehicle Emissions in the Portland Metropolitan Area will hold an all-day session on September 22 to review its proposed recommendations. The framework for their conclusions for reducing airshed emissions through stationary sources, driving, pricing mechanisms that affect travel behavior, regulatory controls and technology will set a new policy direction. Andy noted that some legislative action will be required in order to implement some of the proposed strategies if they are selected by the Task Force. In addition, it is likely that the Regional Transportation Plan will have to be amended to support Task Force recommendations. JPACT will be involved in the implementing actions and DEQ, Metro and the Governor's Task Force will share in the recommendation. Metro will be asked to support the proposed recommendations and state its position.

Andy then reviewed the four strategies outlined in Table 5.1, the memo and its attachments. He explained that the Governor's Task Force is participating in an open process.

STATUS REPORT ON CONGESTION PRICING

Andy Cotugno explained that the congestion pricing concept affects people's driving choices by altering the cost of travel. FHWA and FTA have proposed pilot program funds under the Surface Transportation Act that would provide for five demonstration projects around the nation to test this approach. An application period will open up this fall. The issue is whether or not the Portland region should pursue a grant application to conduct a congestion pricing demo. If so, the issue needs to be addressed in the Oregon Transportation Plan.

Staff recommends that, if the congestion pricing demonstration grant is pursued, it include four discrete components: a development phase (two years), a decision point, an implementation phase, and a public involvement process.

JPACT

September 17, 1992

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Issues to be addressed include: the need for multiple objectives, equity, use of revenues, the need to gain public acceptance to this approach, alternatives available, how it addresses the impact on neighborhood diversion, whether it's an enforceable program and how to evaluate whether it is a success or failure.

If JPACT is supportive of seeking this grant, a Concept Paper would be prepared. Andy asked Committee members whether the congestion pricing Concept Paper should focus in the direction of the Task Force on Vehicle Emissions, the Oregon Transportation Plan and VMT reduction rule.

Don Adams questioned whether the proposal for phasing is acceptable. He felt it needs to first be identified.

Commissioner Lindquist reported that he is a member of the Governor's Task Force on Vehicle Emissions and noted that there is need for a better understanding on the congestion pricing issue. He cited the need to educate the public, proceed as quickly as possible, and was supportive of seeking the grant.

Fred Hansen spoke of the need to get enough information available to determine whether it is a strategy that should be pursued. He encouraged pursuing the grant as he didn't feel it was a commitment to a long-term strategy.

Andy Cotugno indicated that the application process and deadline are unknown at this time and we need to have some sensitivity to that before a commitment is made to pursue the grant.

Action Taken: Fred Hansen moved, seconded by Commissioner Lindquist, that we pursue the congestion pricing demonstration project with the understanding that we look at the north side of the region as well. The motion PASSED unanimously.

#### NEXT STEPS ON REGION 2040

Andy Cotugno reported that three scenarios have been identified for land use and transportation development and that an effort will be made in October and November to conclude the input phase so that adoption on a set of alternatives can proceed in November and December. Materials at the printers include data on the values of the region and physical and historical constraints depicting these three scenarios.

Andy noted that interest groups are being targeted to determine whether these are the right three choices and focus in the right policy direction. The three scenarios include: 1) continuation of current comprehensive plans for another 30 years; 2) no expansion of the UGB with focus on a network of regional LRT

corridors; and 3) expansion outside the UGB to satellite communities that are self-contained.

Tom Walsh commented that we are underfunded in the 2040 planning effort, that we need to be more supportive in that direction and that it is in everybody's best interest, citing \$18 billion being spent on the transportation infrastructure.

OTHER BUSINESS

Discussion followed on the issue of transitional planning and the fact that a small working group will be formed in the next few weeks to address this issue.

ADJOURNMENT

There being no further business, the meeting was adjourned.

REPORT WRITTEN BY: Lois Kaplan

COPIES TO: Rena Cusma  
Dick Engstrom  
JPACT Members

**REGIONAL TRANSPORTATION FUNDING  
PAST OBJECTIVES/ACCOMPLISHMENTS/CURRENT STATUS**

**(Based on Resolution 89-1035 adopted January, 1989)**

**I. GENERAL PRINCIPLES**

**PAST OBJECTIVES**

1. We should pursue funding mechanisms for a comprehensive approach to transportation improvements, including the following categories:

- Regional Highway Corridors
- LRT Corridors
- Urban Arterials
- Transit Operations and Routine Capital
- Road Maintenance and Preservation

There is no single solution and we should not pursue funding for one element of this system at the expense of another.

2. We should more closely link the funding of transit and highway improvements.

**ACCOMPLISHMENTS**

1. Significant funding progress has been made in the categories of Regional Highways, LRT and Road Maintenance and Preservation. Modest funding progress has been made toward Transit Operations and Routine Capital. No funding progress has been made toward Urban Arterials.
2. Significant progress has been made toward better linking transit and highways as a result of the planning and funding provisions of ISTEA, planning provisions of the LCDC Transportation Rule and planning integration reflected in the Oregon Transportation Plan (OTP).

**PRESENT STATUS**

1. The region's funding efforts should be focused in an expanded agenda, including:
  - Regional Highway Corridors
  - LRT Corridors
  - Urban Arterials

- Transit Operations and Routine Capital
  - Road Maintenance and Preservation
  - *Travel Demand Management*
  - *Bicycle and Pedestrian Facilities*
2. The proper long-range mix of the above elements is in a state of transition as the region develops an updated long-range transportation and land use plan to implement ISTEA, the Clean Air Act, the Transportation Rule and the OTP.

## II. REGIONAL HIGHWAY CORRIDORS

### PAST OBJECTIVES

1. Seek state highway funding for the full cost of priority highway corridors. The region adopted a set of 10-year priority projects with a previously unfunded cost of \$400 million which has now grown to at least \$700 million.
2. Endorse increased state and federal funding, including state gas tax increase in increments of 2¢ per year and an increase in vehicle registration fee.
3. Convert vehicle registration fee to one based on value rather than a flat fee.

### ACCOMPLISHMENTS

1. State gas tax increased as follows:
 

• 1989	16¢
• 1990	18¢
• 1991	20¢
• 1992	22¢
• 1993	24¢ (scheduled)
2. State vehicle registration fee increased from \$10/year to \$15/year.
3. Truck weight/mile taxes increased proportionately.
4. Federal highway funding receipts statewide increased from approximately \$150 million/year to \$200 million/year.
5. Legislative proposal to impose a 2% titling fee failed; legislative proposal to convert to value-based vehicle registration fee was not considered.

## **PRESENT STATUS**

1. The region's priorities are significantly more expensive than previously (\$1 billion vs. \$400 million); added projects should be considered as 10-year priorities; due to project complexities and size, regional projects are lagging behind projects statewide.
2. ODOT continues to express their ability to meet 1 of 4 needs statewide due to inflation, higher cost of environmental mitigation and increased demands despite increased revenues.

### **III. LRT CORRIDORS**

#### **PAST OBJECTIVES**

1. Seek funding over the decade for three regional LRT priorities:
  - Westside
  - Milwaukie
  - I-205
2. Seek 75% FTA Section 3 funding for Westside; thereafter seek Section 3 funding for Milwaukie; do not seek Section 3 funding for I-205.
3. Seek a constitutional amendment to allow local vehicle fees (including a local option vehicle registration fee) to be used for transit; seek voter approval for 1/2 of Westside LRT local match through this source.
4. Over the decade, seek other regional funds for 1/2 the local match for the other LRT corridors.
5. Over a 3-6 biennium period, seek 1/2 the local match for LRT from the state legislature.
6. Seek public/private funding mechanisms for LRT in recognition of the higher level of station area benefit received; pursue the following:
  - tax increment financing
  - station area assessment districts
  - developer contributed station cost-sharing
  - public land acquisition for joint development

## ACCOMPLISHMENTS

1. Constitutional Amendment for use of local option vehicle registration fee for transit narrowly failed.
2. Voter approval of Tri-Met G.O. Bond Measure passed handily:

\$110 million for 1/2 local match of Westside LRT to Hillsboro  
\$ 15 million for initiation of Portland/Clackamas LRT  
**\$125 million**

3. Legislative commitment approved for \$113.6 million in lottery funds for 1/2 local match of Westside LRT to Hillsboro.
4. Regional Compact executed committing local funds toward Westside LRT in recognition of station area and user benefits:

Tri-Met	\$ 7 million
Metro	\$ 2 million
Portland	\$ 7 million
Washington County	<u>\$ 5 million</u>
	<b>\$21 million</b>

Policy commitment also provided by Clackamas County for \$2 million.

5. ISTEA provides federal commitment of \$515 million toward Westside LRT; substantially improves flexibility for use of highway funds for LRT; \$22 million of Regional STP funds and \$22 million of Tri-Met Section 9 funds allocated to accelerate Hillsboro LRT; comparable commitment sought from ODOT.

## PRESENT STATUS

1. Full Funding Agreement for Westside LRT is complete; due to possible reduced federal cash-flow, advancing of Hillsboro flexible funds is possible.
2. The region's appetite for LRT has grown (cost estimates should not be quoted):

Portland to Milwaukie	\$200 million
Milwaukie to Clackamas Town Center (CTC)	\$150 million
Portland to Vancouver	\$300 million
North of Vancouver	\$300 million
I-205 LRT - North to Airport	\$ 80 million
I-205 LRT - South to Clackamas Town Center	\$100 million

Downtown Portland - Surface	\$125 million
Downtown Portland - Subway	\$300 million +

#### **Possible Next Steps of Regional Program:**

1. Minimal Project: Portland to Clackamas County;
2. Two Corridor Project: Clackamas County to Clark County, plus surface alignment in downtown Portland; and
3. Major Expansion: Clackamas County to Clark County, plus subway plus Airport LRT.

Pre-AA studies are underway to determine priority corridor(s) and funding strategy.

#### **IV. URBAN ARTERIALS**

##### **PAST OBJECTIVES**

1. Seek voter approval for a Metro local-option vehicle registration fee at a level up to that collected by the state (\$15/year). Administered through JPACT on the basis of 75% minimum allocation to local governments and 25% on the basis of regional priorities.
2. If the regional arterial program is intended to include ODOT arterials, state funding should be included in the Metro arterial program.
3. Arterial Fund Targets:
 

• City/County Arterial Need	\$20 million/year
• ODOT Arterial Need	<u>\$10 million/year</u>
	<b>\$30 million/year</b>
• Local Option in Vehicle Reg. Fee	\$15 million/year

##### **ACCOMPLISHMENTS**

1. Local option vehicle registration fee authority granted by state Legislature; JPACT and Metro reaffirmed their intent by Resolution No. 90-1301 to seek voter approval for an urban arterial fund no later than November 1992.
2. ISTEA created an STP program at a level 2.4 times the old FAU program (previously used for arterials) -- \$9 million/year vs. \$3.8 million/year. However,



these funds can also be used for major highways, LRT, transit capital, bikes, pedestrians and TDM and \$22 million has already been allocated to Hillsboro LRT.

3. Threatened reduction of Federal Forest receipts will impact Clackamas County.

#### **PRESENT STATUS**

1. Voter consideration has been deferred from the November 1992 ballot; decision on whether to proceed by November 1993 scheduled for July 1993. Work program to identify projects now underway.
2. Cost of, and need for, urban arterial improvements has grown.
3. Two-year allocation of Regional STP funds now in progress.

#### **V. TRANSIT OPERATIONS AND ROUTINE CAPITAL**

##### **PAST OBJECTIVES**

1. Increased funding for expanded transit operations, routine capital and the cost for expanded LRT operations should be sought in the amount of \$21 million/year by the time Westside LRT opens; consider the following mechanisms:
  - a. Increased FTA Section 3 and Section 9 funding;
  - b. Continuation of state funding for routine capital at \$3.3 million/year;
  - c. Increase cigarette tax from 1¢ to 2¢ (\$1.2 million/year);
  - d. After implementation of an arterial fund of at least \$10 million/year, diversion of at least \$3 million/year of FAU funds to transit capital;
  - e. Extension of payroll tax to local governments, schools, non-profit corporations (phased over a 5-year period); and
  - f. Imposition of an employee-paid payroll tax.

##### **ACCOMPLISHMENTS**

1. ISTEA increased Section 9 funding by approximately \$7 million per year. However, a portion of this increase (\$22 million) has been allocated to acceleration of the Hillsboro LRT extension, lowering the ISTEA increase to \$3 million per year. In addition, a substantial share of the increase occurs in FY 97.

2. State funding for routine capital at \$3.3 million per year lost.
3. Cigarette tax increased from 1¢ to 2¢ for service to Elderly and Handicapped.
4. No change in dedication of FAU funds, although allocation of STP funds and other new federal highway categories (such as Air Quality and NHS) to transit is being considered through Six-year program update.
5. Payroll tax extended to local governments phased in by 1995 (\$6.8 M/year) but not schools or non-profit corporations.

#### **PRESENT STATUS**

1. Projected costs increased due to ADA, pension, drug testing and effect of congestion on service delivery.
2. Significantly higher level of transit service than that called for in the RTP is presently under discussion through Tri-Met Strategic Plan and ODOT's Oregon Transportation Plan in response to LCDC Transportation Rule. This plan calls for a \$45 million funding increase in 1995 plus a \$30 million increase in 1998.
3. Increased appetite for LRT will increase future need for operating revenues.
4. Governor's Task Force on Vehicle Emissions in the Portland region has recommended a VMT/Smog tax which could provide revenues for increased transit service and facilities, plus subsidized fares.

Previous target of \$21 million/year is clearly a minimum.

AGENDA#2.ATT  
Revised 9-29-92  
bc



**METRO**

2000 S.W. First Avenue  
Portland, OR 97201-5398  
503/221-1646

# Memorandum

**Date:** September 30, 1992

**To:** JPACT

**From:** AC Andrew Cotugno, Planning Director

**Re:** Governor's Task Force on Motor Vehicle Emission Reductions -  
Recommendations and Next Steps

## I. Introduction

This memorandum provides an overview of the work of the Governor's Task Force on Motor Vehicle Emission Reductions. Sections II and III provide background information on the organization and work activities of the Task Force since its formation in March 1992. Task Force recommendations are discussed in Section IV. Summary costs and benefits are provided in Section V. Section VI concludes with a summary of specific work tasks for Metro and DEQ and outlines a suggested time line for preparation of the Air Quality Maintenance Plan.

Recommendations from the Task Force included: (1) California 1994 emission standards for lawn and garden equipment; (2) an enhanced inspection and maintenance program; (3) an expansion of the inspection boundary to the Tri-County area; (4) a base inspection year of 1974 vehicles and newer; (5) a vehicle emission fee collected every two years at the time of registration; (6) transit supportive land-use; (7) mandatory employer trip reduction program; and (8) a congestion pricing demonstration project.

## II. Background

### A. Clean Air Act of 1990

Under the new Clean Air Act Amendments of 1990 the Portland area has been classified as a marginal non-attainment area for ozone and a moderate non-attainment area for carbon monoxide. As such, the region is given until late 1993 to attain compliance with the national ozone air quality standard and late 1995 to attain compliance with the national carbon monoxide air quality standard. In general, it is anticipated the region will attain air quality standards as required. However, forecasts indicate we may be endanger of falling out of compliance in out years as technological gains are exhausted and the area continues to grow.

## **B. House Bill 2175 - Governor's Task Force on Motor Vehicle Emission Reductions**

On March 11, 1992, Governor Roberts appointed a Task Force on Motor Vehicle Emission Reductions in the Portland area as required by HB 2175 (see Attachment 1). The purpose of the Task Force is to develop a list of recommendations for state lawmakers, the Department of Environmental Quality, and the Metropolitan Service District on how to reduce vehicle emissions anticipated over the next twenty years in order to insure attainment of Federal health-based air quality standards.

The Task Force is made up of high-level representatives from government, business and the industrial community that have an interest in motor vehicle and air-quality policies. Members, although reflecting differing viewpoints, were asked to reach consensus on policy recommendations for presentation to state lawmakers by October 1, 1992. Members appointed to the Task Force are shown in Attachment II.

## **C. Task Force Interim Reports**

HB 2175 requires the Task Force to present its recommendations to the appropriate interim committees of the Legislative Assembly by October 1, 1992. A verbal report of the Task Force recommendations was delivered on Tuesday, September 29, 1992 before the Senate Committee on Agriculture and Natural Resources.

Joint recommendations from the Task Force, Department of Environmental Quality (DEQ) and the Metropolitan Service District (Metro) related to the imposition of motor vehicle emission fees are required to be submitted as proposed legislation for the Sixty-seventh Legislative Assembly.

## **D. Task Force Final Written Report**

The recommendations are to be consolidated into a written report for the interim committee. The report will contain background information, assumptions used in the analysis of candidate strategies, definition, analytic procedures, literature sources and final recommendations of the Task Force. In addition, the report will recommend strategies for legislative action and subsequent implementation of Task Force recommendations through:

- Direct action
- Enabling legislation
- Administrative and program structures and responsibilities for implementing strategies, and collecting and use of fee revenues.

It is important that the report be clear as to the legislative needs for pursuing each strategy and implementing action. A draft report will be submitted to the Task Force for their review and comment by the end of October 1992.

### III. Governor's Task Force (GTF) Activities

#### A. Process

The Task Force met seven times between April 1992 and September 1992 to discuss the level of reductions needed and potential means for achieving them. Meeting dates and agenda items are shown in Attachment III.

#### B. Base Case Growth Projections

In formulating its recommendations, the Task Force discussed and made decisions on the following major policy issues in determining its target for emissions reduction: These growth parameters were incorporated into the analysis of candidate strategies.

- How much population and traffic growth and related emission increases should be assumed? The Task Force agreed on 2.2% total regional vehicle miles of travel (VMT) growth per year.
- How much of a growth margin should be provided for industrial expansion? The Task Force agreed on 1% industrial growth per year above the current margin of 1%, for a total industrial growth forecast of 2% per year.
- Should strategies include a revenue component to help implement selected strategies particularly regional transit needs? Although revenue neutral, several strategies allowed for the use of revenues generated to pay for transportation by alternative mode.
- How much safety margin should be provided to address unknowns such as global warming which can exacerbate ozone problems? The Task Force agreed on a safety margin of 2.9% VMT growth per year.
- In the case of NO<sub>x</sub>, should weather fluctuations be considered? The Task Force agreed that a 95% confidence limit should be allowed in the computation of the NO<sub>x</sub> reduction target as a safety margin for weather fluctuations.

### **C. Candidate Strategies**

Based on the above Task Force decisions, the Department of Environmental Quality (DEQ) and Metro analyzed twenty-six (26) candidate emission reduction strategies for their emission reduction potential as well as their impact on:

- congestion
- vehicle trips
- true costs and benefits
- energy
- vehicle miles travelled

The deliberation process used by the Task Force for selecting candidate strategies is shown in Attachment IV. The process tied together the presentation of specific air quality information and data with various decision points to guide the development of Task Force recommendations. The Task Force examined all reasonable market based and regulatory based motor vehicle emission reductions strategies including emission reduction potential, and costs and benefits.

### **D. Target Reduction Goals for Hydrocarbons (HC) and Nitrous Oxide (NOx)**

The original target levels established by DEQ for on-road vehicle emissions reductions for 2010 were -44% for HC and -25% for NOx. However, due to a lack of consensus on the strategies to meet these goals, the Task Force revised the plan year to 2007. This change resulted in fewer strategies being selected and revised goals of -35% for HC and -20% for NOx. It was understood by Task Force members that the maintenance plan and recommended strategies would be subject to periodic review and may undergo further revision before actual implementation of the plan.

The calculation of emission reduction targets are based on the following:

- VMT growth rate expected in Metro's revised RTP of 2.2% per year.
- 95% confidence limit for weather fluctuations
- emission growth allowance for point sources of 1% per year.
- industrial emission increases proportional to expected population growth
- full implementation of stage II vapor recovery rule
- phase in of Tier I Clean Air Act vehicles in 1994.
- area source emission growth in proportion to expected population growth.
- off road vehicle emission growth in proportion to expected population growth.

### **IV. Task Force Recommendations**

The Governor's Task Force met on September 22, 1992 to finalize a package of base and contingency vehicle emission reduction strategies for presentation to the legislature for further consideration. The Task Force recommendations form the

corner stone for the Portland area air quality maintenance plan required by the Clean Air Act. The recommendations are complementary with the Oregon Benchmarks for Air Quality and Transportation, the Oregon Transportation Plan, State Transportation Goal 12, and the Legislature's Global Warming Goal.

#### A. Base Strategy Plan

The base strategy plan is designed to meet the target emission reduction goals for HC (-35%) and NOx (-20%) by 2007. The potential reductions from the recommended base strategies are -37.1% for HC and -20.6% for NOx. The base strategy is shown in Table 1.

<b>Table 1. Base Strategy</b>	<b>Date Implemented</b>	<b>Emission Reduction (%HC/%NOx)</b>
1. California 1994 Emission Standards for new gasoline powered lawn and garden equipment	1994	6.1/0
2. High Option (Enhanced) Vehicle Emission Inspection Program	TBD*	17.5/9.0
3. Expansion of Vehicle Inspection Boundaries from Metro to Tri-County area	TBD*	1.0/0.8
4. Require 1974 and later vehicle models to be subject to Vehicle Inspection	TBD*	2.4/0.8
5. Phased in Vehicle Emission Fee based on actual emissions and mileage. - Starting 1994 @ \$50 average (\$5-\$125 range) - Reaching a \$200 average (\$20-\$500) by 2000	1994 - 2000	5.0/5.5
6. Pedestrian, Bike, Transit friendly Land Use for new construction	1995 - 1996	5.2/4.4
7. Mandatory Employer Trip Reduction (5% SOV) Program (50 or more employees)	TBD*	1.2/1.1
8. Congestion Pricing Demonstration Project**	TBD*	0/0
<b>Total Emission Reduction (Need 35.6% HC/20.2% NOx by 2007)</b>		<b>37.1/20.6</b>
<b>Net Cost/Benefits: \$119 million/year savings, 8% traffic reduction, 11% energy savings</b>		

\* TBD - To Be Determined, but expected sometime in 1996-2000 period.

**\*\*Note:** JPACT approved in concept the pursuit of an FHWA/FTA congestion pricing demonstration grant for the Portland area. A decision point will be included in the application to allow for a "go, no go" decision, based on the results of the development phase of the project, prior to actual implementation of such a demonstration.

## **B. Contingency Plan**

The EPA requires a contingency plan as part of an approved air quality maintenance plan. The contingency plan should at least compensate for failure of one significant base strategy to meet its intended emission reduction goal, or offset higher-than-expected growth. The potential emission reductions for the contingency plan are -29.2% for HC and -13.4% for NOx. The Task Force recommended strategies for its contingency plan are shown in Table 2.:

<b>Table 2. Contingency Plan Strategy</b>	<b>Date Implemented</b>	<b>Emission Reduction (%HC/%NOx)</b>
1. Reformulated gasoline (to be implemented no sooner than 2005)	2005	20.6/5.6
2. Congestion Pricing	TBD*	8.6/7.8
<b>Total Emission Reduction</b>		<b>29.2/13.4</b>

## **C. Safety Factor Strategy**

An active education program and incident management strategy were recommended to be part of the maintenance plan to help insure the desired safety margin for vehicle emission reductions would be achieved. Table 3 provides a list of recommended safety factor strategies.



<b>Table 3. Safety Factor Strategy</b>	<b>Date Implemented</b>
1. Adequately Funded Public Education Program (\$1/vehicle/year)	1994
2. Continue and Improve public request for voluntary reductions in emissions on bad ventilation days	1993
3. Incident Management Program	TBD *
4. Emission Standards for new outboard motors if and when California or EPA adopts such standards	TBD *

### **E. Legislation Needed**

The following elements are needed at a minimum in order to implement the base and/or contingent strategy:

- Revisions to DEQ Vehicle Inspection Program
- Authorization for Vehicle Emission Fee
- Funding for Public Education Program
- Authorization for Congestion Pricing Program

Metro and DEQ will be working to put together a specific legislative package. Elements of the package can be brought before JPACT for their approval, as appropriate and necessary. JPACT review may occur prior to and/or during the 1993 legislative session.

### **F. Related Issues**

The Governor's Task Force based their selection of strategies on attaining the established goals for HC (-35%) and NOx (-20%). The rigid legislative deadline did not allow the Task Force to complete a full discussion of specific issues related to each individual strategy. Of consequence, a number of issues have risen on some strategies both at Task Force meetings as well as through agency staff meetings held throughout the study, and at TPAC and JPACT briefings. Of particular concern are specifics related to implementation of strategies and the collection and use of fees. Other strategy specific issues, include, but are not limited to the following:

- Enhanced I/M - The fee is estimated to be \$50 per inspection and require approximately 20 minutes to administer. What are the potential impacts to low-income families and what impact will the lengthy time element have on drivers?
- Land Use - How does a land-use strategy impact individual jurisdictions? What changes will be needed to comprehensive plans in light of Task Force recommendations.
- VMT/Emission Fee - What are the impacts on low-income people who are required to drive? Should there be a base amount of free mileage? How would the fee be administered and enforced?
- Congestion Pricing - There are several issues related to type and location of a demonstration project and whether the demonstration will result in a regional commitment or not.

## V. Costs and Benefits

### A. Summary

The costs and benefits of Strategy Recommended by the States Motor Vehicle Emissions Task Force are summarized below:

Costs            \$421 million/year

Increased costs of lawn and garden equipment, and vehicle inspection and new vehicle emission fee.

Benefits        \$540 million/year

Saving in fuel and other costs of reduced operation of motor vehicles caused by emission fee, employer trip reduction programs and land use strategy.

Net Cost        \$119 million/year savings

Net \$/Ton       \$9302/ton savings

Compares to about a \$5,000 to \$10,000/ton of HC/NOx emission

### B. Incremental Impacts of Strategies

The incremental impacts of strategies including the net cost (in millions) per ton of HC + NOx reduced are shown in Attachment V.

## **VI. Next Steps/Suggested Time Line**

### **A. DEQ**

DEQ supports Task Force recommendations although the Environmental Quality Commission has not reviewed recommendations as yet. DEQ will follow up with necessary administrative actions:

- Lawn and Garden equipment emission standards
- Employer Trips Reduction Rules
- Vehicle Inspection Rule revisions and program changes
- Develop request from Governor to the Environmental Protection Agency to opt into federal reformulated fuels as a contingency measure.
- Establish and coordinate new Public Education Program.
- Rapid adoption and submittal to EPA of an Air Quality Maintenance Plan for the Portland area.

### **B. Metro**

Metro staff support Task Force recommendations although Metro Council has not reviewed recommendations as yet. Metro will follow up with necessary administrative actions:

- Modifications to the Regional Transportation Plan (RTP) to reflect Task Force recommendations on emissions and VMT reductions.
- Administer available federal Intermodal Surface Transportation Efficiency Act funds (ISTEA) to help implement Task Force recommendations.
- Support development of Incident Management Strategy

Pursue development of Congestion Pricing strategy (Note that region has not yet made a decision to implement either the demonstration project strategy or a full scale project as a contingency plan component. •

- Participate in the Public Education Program.
- Pursue implementation of the base and contingency strategies. This will include working with DEQ to further examine issues; develop necessary legislative package; and coordinate JPACT action on legislative and strategy

implementation on proposals. Metro will also work with the Task Force, JPACT, and DEQ to modify or update strategies in the event any are determined to be infeasible.

### **C. Suggested Time Line**

<u>Month</u>	<u>Activity</u>
Sept - 92	Recommendations to Legislature
Oct - 92	Written Report
Nov/Dec - 92	Task Force/JPACT Review and Approval
Jan-Jun 93	Legislation and Enabling Action
Jun 93-Jul 94	Strategy Development and Implementation (During this phase, issues related to each strategy will be addressed and implementation procedures developed for JPACT/Metro review).
Dec - 94	Submit Maintenance Plan

JPAC0930.MMO  
September 30, 1992  
lmk

Enrolled  
**House Bill 2175**

Ordered printed by the Speaker pursuant to House Rule 12.00A (5). Pre-session filed (at the request of Department of Environmental Quality)

**SECTION 13.** The Legislative Assembly finds that extending additional statewide controls and fees on industrial and motor vehicle sources of air pollution may not be sufficient to attain and maintain desired air quality standards in the Portland-Vancouver air quality maintenance area. Additional approaches are needed to address growth in vehicle miles of travel that satisfy mobility needs and allow for economic growth while meeting the air quality goals for the region.

**SECTION 13a.** (1) The Governor shall establish a Task Force on Motor Vehicle Emission Reduction to study alternatives for reducing motor vehicle emissions in the Portland-Vancouver air quality maintenance area. The study shall address methods to meet the mobility needs through the implementation of alternative transportation modes in order to meet and maintain air quality goals. Both market-based and regulatory approaches shall be considered.

(2) The Task Force shall recommend actions to the Department of Environmental Quality and the Metropolitan Service District for inclusion in the federally required state implementation plan.

(3) On or before October 1, 1992, the Task Force, the Department of Environmental Quality and the Metropolitan Service District shall report their joint recommendations to the appropriate interim committees of the Legislative Assembly.

(4) Any joint recommendation of the Task Force, the Department of Environmental Quality and the Metropolitan Service District related to the imposition of motor vehicle emission fees shall be submitted as proposed legislation for the Sixty-seventh Legislative Assembly.

(5) The Task Force shall be composed of representatives of at least the following groups:

- (a) The Legislative Assembly;
- (b) Large and small business, including at least two persons holding air quality permits;
- (c) Local and regional government;
- (d) The Department of Environmental Quality;
- (e) The Oregon Department of Transportation;
- (f) The Economic Development Department;
- (g) Mass transit districts;
- (h) Public interest organizations;
- (i) Metropolitan and suburban business organizations;
- (j) The trucking industry;
- (k) Citizens groups that advocate the use of alternative motor vehicle fuels;
- (L) Automobile associations; and
- (m) Automobile manufacturer's associations.

(6) The Task Force shall coordinate its activities with air quality authorities in the State of Washington.

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**Governor's Task Force  
on  
Motor Vehicle Emission Reductions in the Portland Area  
Meeting Agenda's**

**April 1 Meeting (2pm)**

- o Mission and Work Plan
- o Air Quality/Motor Vehicle Background
- o Issues for Task Force to address
- o Vision of Land Use
- o Vision of Transit System

**April 28 Meeting (4pm)**

- o Background on transportation/landuse studies in the Portland area
- o Deliberate on emission reduction strategies to be analyzed
- o Preliminary discussion on growth projections

**June 2 Meeting (4pm)**

- o Background on air quality/transportation strategies developed in other areas of the country
- o Preliminary discussion on air quality target and needed emission reductions

**June 25 Meeting (4pm)**

- o Presentation of final growth projections
- o Finalize Recommendation on target emission reductions
- o Preliminary presentation on potential vehicle emission reduction strategies

**July 22 Meeting (4pm)**

- o Presentation of evaluation and analysis of potential vehicle emission reduction strategies

**August 26 Meeting (4pm)**

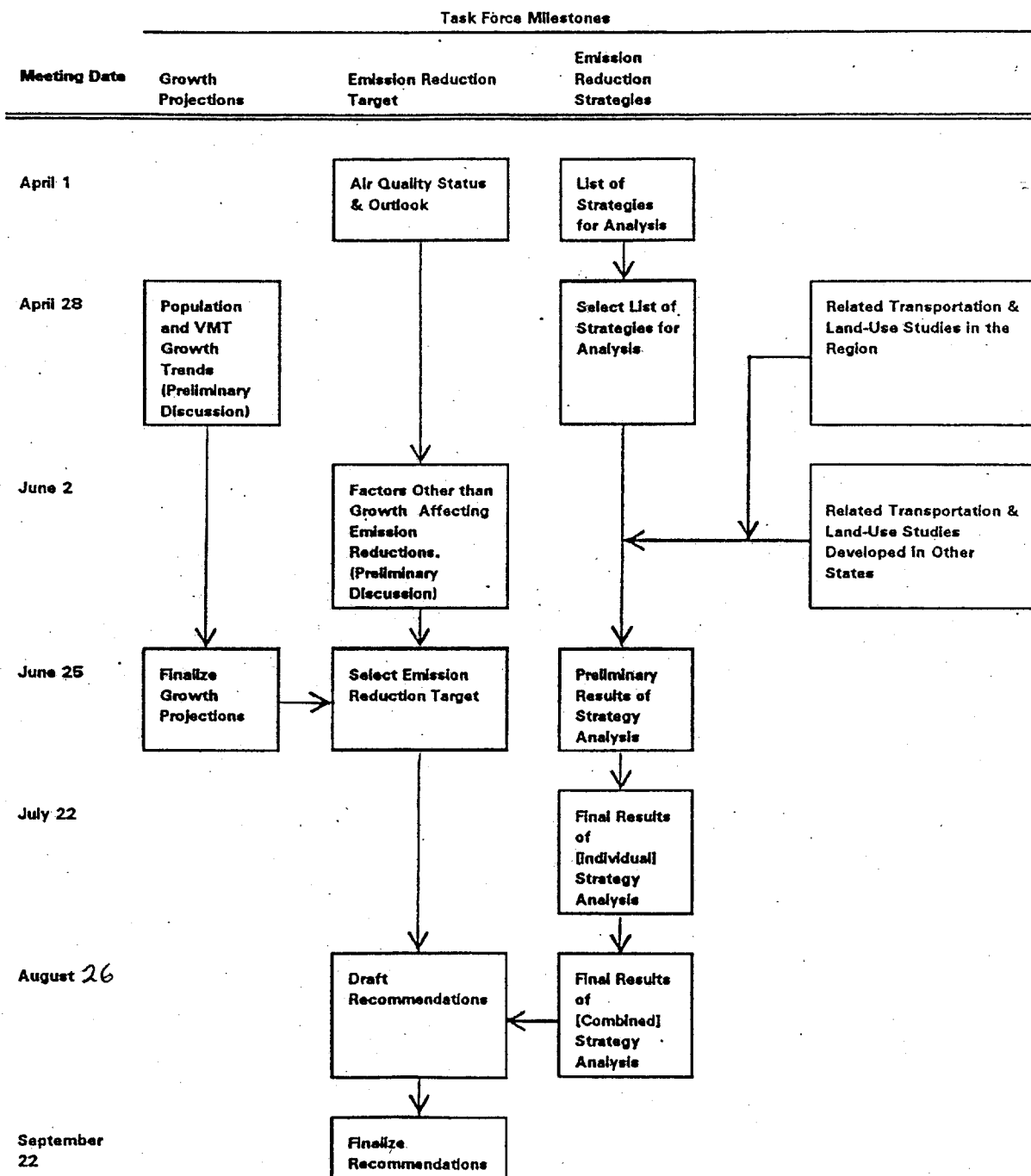
- o Presentation of evaluation and analysis of selected strategy packages
- o Draft Recommendations

**September 22 Meeting (4pm)**

- o Final Recommendations

# GOVERNORS MOTOR VEHICLE EMISSION REDUCTION TASK FORCE FOR THE PORTLAND AREA

## DELIBERATION PROCEDURE





Base Strategy Package

Strategy	24-Sep-92			Weighted Incremental Impact of Strategies in strategy Package, 2007						
	Net Cost (\$ Millions) *			Emissions Reduced, Tons/Yr			Emissions Reduced, %		Energy Use	VMT
	Time=0	Time=4/2	Time=6/4	VOC	NOx	VOC+NOx	VOC	NOx		
Lawn & Garden & Utility Engine Standards	\$4	\$4	\$4	1,467	0	1,467	6.1%	0.0%	0.0%	0.0%
Land Use	(\$128)	(\$116)	(\$87)	1,218	869	2,087	5.2%	4.4%	4.1%	4.1%
Enhanced I/M Program										
Purge & Transient Test	\$20	\$20	\$20	3,973	1,682	5,657	16.6%	8.6%	0.6%	0.0%
Tri-County Boundary	\$3	\$3	\$3	227	93	321	1.0%	0.5%	0.0%	0.0%
Test 1974 and newer vehicles	\$2	\$2	\$2	553	152	706	2.3%	0.8%	0.1%	0.0%
Total I/M	\$25	\$25	\$25	4,753	1,928	6,683	19.9%	9.9%	0.7%	0.0%
VMT/Smog Tax	\$21	(\$5)	(\$7)	1,143	1,038	2,179	4.8%	5.3%	4.7%	2.9%
Employer Trip Reduction	(\$9)	(\$27)	(\$35)	209	157	365	1.1%	1.1%	1.0%	1.0%
Congestion Pricing Demonstration	\$0	\$0	\$0	0	0	0	0.0%	0.0%	0.0%	0.0%
Total	(\$87)	(\$119)	(\$100)	8,790	3,991	12,781	37.1%	20.6%	10.5%	7.9%
Cost Per Ton VOC+NOx	(\$6,796)	(\$9,302)	(\$7,815)							

Contingency Strategies \*\*

Strategy	Net Cost (\$ Millions) **			Weighted Incremental Impact of Strategies in strategy Package, 2007						
	Time=0			Emissions Reduced, Tons/Yr			Emissions Reduced, %		Energy Use	VMT
	Time=0	Time=4/2	Time=6/4	VOC	NOx	VOC+NOx	VOC	NOx		
Federal Phase II Reformulated Gasoline	\$29	\$24	\$22	4,905	1,087	5,992	20.6%	5.6%	2.6%	1.1%
Congestion Pricing	\$0	(\$91)	(\$137)	1,543	1,155	2,698	8.6%	7.8%	7.1%	7.1%

\* Time value for cost of congestion and added travel time on transit.

4/2 = \$4/hour peak, \$2/hour off-peak. 6/4 = \$6/hour peak, \$4/hour off-peak.

\*\* Assumes loss of VMT/Smog fee or equivalent loss of emission reduction.

COMMITTEE MEETING TITLE

SPACT

DATE

10-8-92

NAME

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Portland

LARRY COLE

CITIES OF WASHINGTON COUNTY

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DATE 10-8-92

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